Transportation Safety Board of Canada

2011-12

Report on Plans and Priorities

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Canada

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Chair's Message

For over 20 years, the Transportation Safety Board of Canada has responded to the needs of Canadians, investigating thousands of occurrences and always with the same goal: to advance transportation safety by uncovering safety lessons and then communicating those lessons to the public.

Now, as we enter our third decade, we are able to look back on 20 years of successes — many of which have helped change operating practices, equipment or the laws governing the transportation industry.

However, real safety also involves looking forward, and at the TSB, we always try to keep the bigger picture in mind. Whether it be painstakingly putting back together the broken pieces of a shattered airliner or computer modeling the inside of a lifeboat locking mechanism, our analysts are constantly using the latest technology and investigative techniques to compare occurrences and identify pervasive problems in the transportation system. In addition to publishing investigation reports in all four modes, we released a Safety Watchlist at the end of last fiscal year. This document identifies the nine key safety issues posing the greatest risk to Canadians — issues that have proven stubbornly resistant to change.

For the most part, we've been very successful. Since its release, the Watchlist has helped us raise awareness and stimulate action. We've held numerous meetings with industry and regulators and we've seen improvements in the various transportation modes.

More, though, remains to be done. Not all of our recommendations have been implemented and some risks still remain. Going forward, this will be our challenge; to help us get there, we've set an ambitious target: within the next five years, we aspire to have 80% of our recommendations fully implemented — that's 80% of the 538 issued since the TSB's inception in 1990. Successful action on all outstanding recommendations related to the Watchlist will go a long way to helping us reach that target. Five years from now, we want these nine issues — every single one — to be eliminated.

We therefore pledge to continue to push for the changes that need to be made, to do the work that has established Canada as a world leader in independent accident investigation and to provide regular updates so that all Canadians can follow our progress and remain informed about the issues.

A safe transportation system is vital to our country's society and economy. From St. John's to Victoria, from Windsor to Inuvik, and all points in between, the TSB is doing everything it can to ensure the safety of all Canadians: on our waterways, along our pipelines and railways, and in our skies.

Section 1: Overview

1.1 Summary Information

Raison d'être and Responsibilities

The Transportation Safety Board of Canada (TSB) is an independent agency created in 1990 by an Act of Parliament (*Canadian Transportation Accident Investigation and Safety Board Act*). It operates at arm's length from other government departments and agencies to ensure that there are no real or perceived conflicts of interest. The TSB's sole objective is to advance transportation safety. This mandate is fulfilled by conducting independent investigations into selected transportation occurrences. The purpose of these investigations is to identify the causes and contributing factors and the safety deficiencies evidenced by an occurrence. The TSB then makes recommendations to improve safety and reduce or eliminate risks to people, property and the environment.

The jurisdiction of the TSB includes all aviation, marine, rail and pipeline transportation occurrences [1] in or over Canada that fall under federal jurisdiction. The TSB may also represent Canadian interests in foreign investigations of transportation accidents involving Canadian registered, licensed or manufactured aircraft, ships or railway rolling stock. In addition, the TSB carries out some of Canada's obligations related to transportation safety at the International Civil Aviation Organization (ICAO) and the International Maritime Organization (IMO).

The TSB is primarily funded by Parliament through an operating expenditures vote and, as a departmental corporation, it has authority to spend revenues received during the year.

For more details on the TSB investigation process or the links between the TSB and other federal organizations visit the TSB website at http://www.bst-tsb.gc.ca/eng/index.asp.

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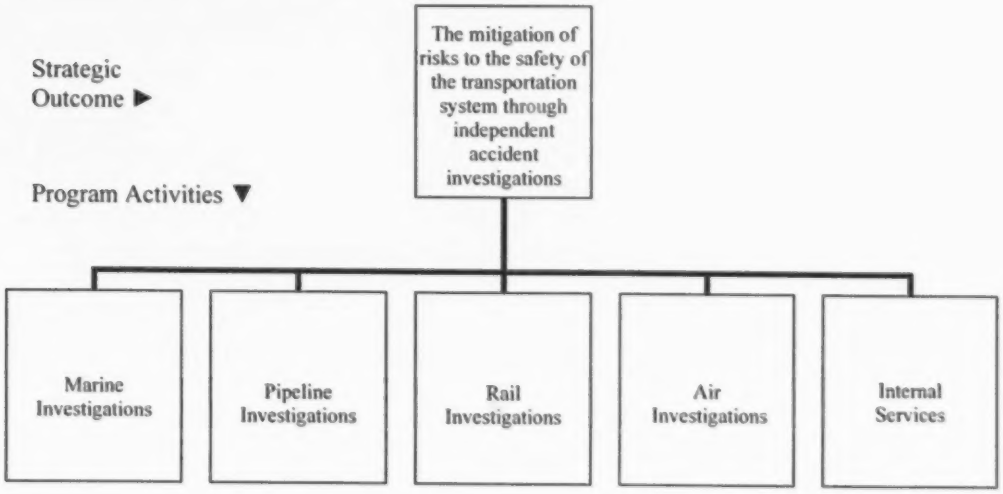
[1] A transportation occurrence is any accident or incident associated with the operation of an aircraft, ship, railway rolling stock or pipeline. It also includes any hazard that could, in the Board's judgement, induce an accident or incident if left unattended.

Strategic Outcome and Program Activity Architecture

The chart below illustrates the program activities framework that contributes to progress toward the TSB strategic outcome.



1.2 Planning Summary

Resources

The two tables below show information on planned utilization of TSB financial and human resources over the coming three-year period.

Financial Resources ($ thousands)

2011-12	2012-13	2013-14
30,626	30,128	30,128

Human Resources (FTEs*)

2011-12	2012-13	2013-14
235	235	235

* Full-time equivalents

The following table shows the contribution of the departmental strategic outcome to the government-wide results. It also lists the key performance indicators for the TSB strategic outcome. Finally, it provides the program activities' expected results as well as the planned spending for each one of them over the next three years. The TSB's baseline funding, as shown in the Main Estimates, is approximately 30 million dollars. It is expected to remain stable over the next three fiscal years.

Link to the Government of Canada Outcome: A safe and secure Canada (http://www.tbs-sct.gc.ca/ppg-cpr/framework-cadre-eng.aspx?Rt=1037)
TSB Strategic Outcome: The mitigation of risks to the safety of the transportation system through independent accident investigations
Performance Indicators: • Number of transportation occurrences • Number of investigations started, in progress, completed • Number of safety communications issued • Results of Board assessments of responses to recommendations
Expected results of each of the four key program activities: Increased productivity while conducting investigations and increased effectiveness of safety communications

Program Activities*	**Forecast Spending**** ($ thousands)	**Planned Spending**** ($ thousands)		
	2010-11	**2011-12**	2012-13	2013-14
Marine Investigations	5,641	**5,428**	5,380	5,380
Pipeline Investigations	550	**530**	525	525
Rail Investigations	4,969	**4,778**	4,736	4,736
Air Investigations	13,597	**13,291**	13,057	13,057
Total Planned Spending	24,757	**24,027**	23,698	23,698

The following table shows the planned spending for the Internal Services program activity, which supports the needs of the four program activities outlined in the previous table.

Program Activity*	**Forecast Spending**** ($ thousands)	**Planned Spending**** ($ thousands)		
	2010-11	**2011-12**	2012-13	2013-14
Internal Services	6,903	**6,599**	6,430	6,430

* For a description of the program activities, see section 2.

** Refer to the paragraph after the Expenditure Profile in this document for an analysis of the spending trend.

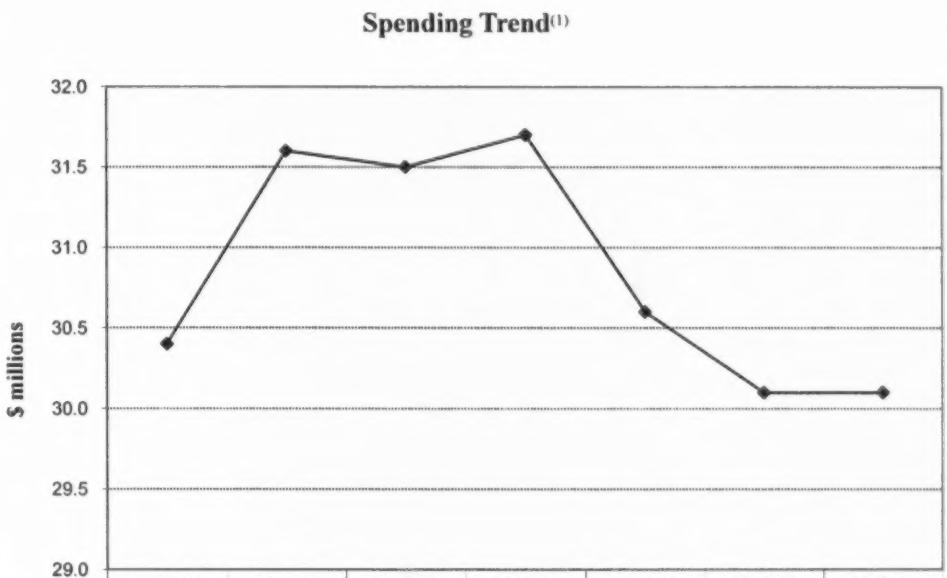
Estimates by Vote

For information on TSB voted and statutory items, please consult the 2011-12 Main Estimates publication at http://tbs-sct.gc.ca/est-pre/20112012/me-bpd/info/info-eng.asp.

Departmental Spending Trend

The figure below illustrates TSB's spending trend from 2007-08 to 2013-14.

Expenditure Profile from 2007-08 to 2013-14



(1) Costs of services received without charge are not included in the total spending.

For the 2007-08 to 2010-11 fiscal years, the total spending includes all Parliamentary appropriations and revenue sources: Main Estimates, Supplementary Estimates, transfers from Treasury Board Votes 10, 15 and 30 and respendable revenues. It also includes carry forward adjustments (Vote 25) of the previous year's lapsed funds. For fiscal year 2011-12, the total spending includes the Main Estimates planned spending, an estimate of the funding carry-forward from 2010-11 and anticipated funding through Supplementary Estimates for signed collective agreements.

For the 2012-13 to 2013-14 periods, the total spending corresponds only to the Main Estimates planned spending because Treasury Board adjustments and the lapse carry

forward are unknown at this time. In real terms, TSB funding has remained virtually the same since 2007-08.

Risk Analysis

The TSB operates within the context of Canada's very large, complex, dynamic and ever-changing transportation system. The following are the key external and internal factors that could have an impact on the organization's operations and management and the risks they represent.

From an External Point of View

Periods of Financial Restraint and Uncertainty

In Budget 2010, the Government announced restraints on departmental spending that require the TSB to closely manage it resources in order to continue to deliver on its mandate. For fiscal years 2010-11 to 2012-13, departments are to fund within their existing budgets any wage and salary increases resulting from collective agreements. Additionally, expenditures in the areas of travel, conferences and hospitality continue to be capped up to and including fiscal year 2012-13. Given the government's budgetary deficit, there is an elevated risk that the department could face additional financial restraints. This context will make it increasingly difficult to continue delivering on the TSB's mandate within available resources.

From an Internal Point of View

Maintenance of a Knowledgeable and Professional Workforce

The success of the TSB and its credibility depend largely on the expertise, the professionalism and the competence of its employees. In addition to challenges in recruiting experienced and qualified personnel, the TSB's demographic profile and anticipated number of retirements over the next four years increase the risk of corporate memory loss and insufficient human capacity to fulfill its mandate. TSB may also continue to experience a high turnover rate in some of the functional support areas due to high demand for such specialists across the public service and limited internal opportunities for advancement. The TSB must effectively plan and manage its human resources in order to address this risk.

Information and Data Management

The TSB's work is fundamentally reliant on the collection, retention and management of information. A challenge facing the TSB is ensuring that the information is current, appropriately stored and readily accessible to employees who need it. Additionally, Treasury Board Secretariat has issued new policies and directives that impose additional expectations with respect to information management on departments. To this end, the

TSB must continue to enhance the processes and tools in support of the management of paper and electronic records and investigation data.

Contribution of the Priorities to the Strategic Outcome

After examining the TSB's environment, senior management has identified four priorities for 2011-12 that will contribute to the achievement of the TSB's strategic outcome. These priorities are consistent with those identified in 2010-11; the projects described under each priority generally build on existing initiatives.

Priorities	Type	Description
Strategic Communication of TSB's mandate, investigative work and safety accomplishments	Previously committed	In 2011-12, the TSB will continue to : • Raise awareness, stimulate discussion and push for uptake of Watchlist recommendations by change agents. It will continue to report publicly on progress through targeted outreach and media events. • Leverage technology and improve its website to communicate more effectively, maximize the reach of all its safety messages and increase the uptake of its recommendations.
Strategic Human Resources Management	Previously committed	The departmental initiatives that will be implemented to close gaps identified with regards to human resources management are: • strengthen human resources planning processes • update the investigator training program; • finalize the standby review and implement the retained recommendations; • complete the review and update of obsolete work descriptions.
Product Improvements	Previously committed	The TSB will continue efforts aimed at improving its ability to offer, in a timely manner, products most likely to promote changes leading to the reduction of transportation safety risks. This year, the focus will be on the following projects: • update the technology behind the investigation databases in order to improve the TSB's ability to collect, analyze and share data on accidents and incidents; • develop an improved modal forecasting and management accountability tool; • streamline the Publishing and Linguistic Services Division and its processes; • finalize the plan to permanently clear the TSB report backlog and maintain TSB website up to

Priorities	Type	Description
		date; • implement any changes that may arise from the stakeholders consultation.
Management Framework	Previously committed	The TSB will dedicate resources to: • implement an electronic records management system on a pilot basis; • update on an ongoing basis our policies, directives, procedures and manuals; • implement the corrective measures stemming from Treasury Board Secretariat's Management Accountability Framework assessment; • implement a new strategic resource management approach to effectively manage the department's budget.

Section 2: Analysis of Program Activities

2.1 Strategic Outcome

The mitigation of risks to the safety of the transportation system through independent accident investigations.

2.2 Program Activities

The TSB has four key program activities, which involve the conduct of safety investigations in the following four transportation sectors:

- Marine
- Pipeline
- Rail
- Air

Within each program activity, personnel conduct independent safety investigations into selected transportation occurrences. They identify causes and contributing factors, assess risks to the system, make recommendations to improve safety, publish investigation reports, communicate safety information to stakeholders, undertake outreach activities with key change agents, as well as assess and follow up on responses to recommendations. These activities are carried out by highly qualified investigators who are experts in the transportation operational sectors. They also work closely with personnel who are responsible for executing specialized work in engineering and technical fields, macro-analysis, human performance and communications. The activities of the Board, Communications and Legal Services are an integral component of the program activities of the four transportation modes. Their financial and human resources are therefore presented within those activities.

The Internal Services program activity also contributes to the achievement of TSB's strategic outcome. This program activity includes the functions and resources required to support the needs of the program activities of the four transportation modes and to meet the department's corporate obligations in areas such as human resources, finance, administration, information management and information technology.

2.3 Benefits for Canadians

The TSB exists as an independent investigation authority with the sole goal of advancing transportation safety. Since its inception in 1990, the TSB has conducted thousands of investigations across the modes for which it is responsible.

The TSB is one of many Canadian and foreign organizations involved in improving transportation safety nationally and internationally. Because it has no formal authority to regulate, direct or enforce specific actions, the TSB can only succeed in fulfilling its

strategic outcome through the actions of others. Operating at arm's length from other federal departments involved in the transportation field, the Board must present its findings and recommendations in such a manner that others feel compelled to act. This implies ongoing dialogue, information sharing and strategic coordination with organizations such as Transport Canada, the National Energy Board and the Canadian Coast Guard. The TSB must engage industry and foreign regulatory organizations in a similar fashion. Through various means, the TSB must present compelling arguments that will convince these "agents of change" to take action in response to identified safety deficiencies.

As one of the world leaders in its field, the TSB regularly shares its investigation techniques, methodologies and tools. For example, the Recorder Analysis and Playback System (RAPS), originally developed by the TSB for decoding, analyzing and creating the animations of flight recorder data, is being used in more than 10 countries to aid in safety investigations. Similarly, the TSB has contributed to the training of safety investigators from numerous countries, either by integrating foreign investigators into its in-house training programs or by sending senior staff to teach abroad. The TSB also shares data and reports with sister organizations, in addition to participating in international working groups and studies to advance transportation safety.

Through its contacts with regulators, manufacturers and other investigative authorities, findings from TSB investigations have led to numerous improvements in operational practices, equipment design and regulations throughout all sectors of the marine, pipeline, rail and aviation industries. These efforts have also established Canada as a leader in transportation safety around the world and contributed to our country's economic and social well-being.

2.4 Planning Highlights

The following tables present the expected results, key performance indicators and targets for each of the TSB's program activities for 2011-12. They are followed by a description of the key factors that could have an impact on the capacity of each program to meet the expected results and the key activities that will be undertaken to mitigate the risks that have been identified.

One of the key performance indicators for the four program activities is whether action has been taken by change agents to substantially reduce the deficiencies noted in the TSB recommendations. Currently, only 69% of the TSB's recommendations are assessed as having a fully satisfactory response. More action is clearly required by change agents. The TSB has therefore set an overall target to achieve a fully satisfactory status for 80% of the recommendations issued since the TSB's creation, by 2016-17. The organization as a whole will strive to achieve this ambitious target. Over the coming year, individual targets will be set for each program activity based upon the number of recommendations issued in each transportation mode and their respective current starting point. It should be noted that the TSB has no control or authority over the change agents and the actions they take in response to its recommendations. However, this performance indicator is a good

measure of the TSB's ability to influence other organizations and compel them to implement safety actions.

2.4.1 Marine Investigations

Program Activity: Marine Investigations					
Human Resources (FTEs) and Planned Spending ($ thousands)					
2011-12		2012-13		2013-14	
FTEs	Planned Spending	FTEs	Planned Spending	FTEs	Planned Spending
42	5,428	42	5,380	42	5,380
Program Activity Expected Results		**Performance Indicators**		**Targets**	
Improved productivity while conducting investigations on selected occurrences		Number of investigation reports published		10 reports	
		Average time for completing investigation reports		460 days	
Increased effectiveness of safety communications		Percentage of responses to recommendations assessed as fully satisfactory (since 1990) [2]		Increase by 3%	

Planning Highlights

The thorough reform of Canada's shipping legislation could have an impact on the measures taken by the various stakeholders to correct the safety deficiencies identified by the TSB, especially since the new legislation is less prescriptive and more focused on performance. The TSB will continue to reinforce the rigorous implementation of its investigation methodology at all stages of the investigation process in order to ensure the quality of its investigations and products. A strategic workload management approach will be used to continue to improve marine investigation productivity in 2011-12. We will also maintain on-going communications with the change agents and explore with them the establishment of risk reduction measures that go beyond regulatory requirements.

The TSB's performance could be compromised if it does not have the right people and business processes in place. To this end, we will complete the streamlining of our processes and finish updating our Marine Manual of Investigation Operations. We will also continue to invest in the training and development of our investigators.

[2] This performance indicator has been changed compared to previous years. The responses to all TSB recommendations are now being tracked instead of only those made over the past 10 years.

The reputation and public perception of the TSB could be tarnished if it is not able to effectively respond to major marine occurrences. Although the organization has a plan for responding to such situations, it still needs to be revised in light of lessons learned from recent investigations. In addition, as a result of increased traffic and recent occurrences in the Arctic, the Marine Branch will be developing strategic partnerships with other agencies to better respond to occurrences in that region. This review has already begun and should be completed during the course of this fiscal year.

2.4.2 Pipeline Investigations

Program Activity: Pipeline Investigations					
Human Resources (FTEs) and Planned Spending ($ thousands)					
2011-12		2012-13		2013-14	
FTEs	Planned Spending	FTEs	Planned Spending	FTEs	Planned Spending
4	530	4	525	4	525
Program Activity Expected Results		Performance Indicators		Targets	
Improved productivity while conducting investigations on selected occurrences		Number of investigation reports published		1 report	
		Average time for completing investigation reports		450 days	
Increased effectiveness of safety communications		Percentage of responses to recommendations assessed as fully satisfactory (since 1990) [3]		Increase by 10%	

Planning Highlights

The 2009 transfer of the Alberta provincial network to federal jurisdiction added 23,500 km of pipeline and related installations to the 62,000 km already under federal jurisdiction in Canada. This resulted in an increase of 55% in the number of pipeline occurrences reported to the TSB from 2008 (89) to 2010 (138). The TSB was able to manage the workload resulting from this increase through operational efficiencies. However, should the workload continue to increase, strategies will have to be put in place to mitigate the impact of any capacity shortfall. This includes streamlining resources with the rail investigators who have received additional training to assist with pipeline investigations.

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3 This performance indicator has been changed compared to previous years. The responses to all TSB recommendations are now being tracked instead of only those made over the past 10 years.

2.4.3 Rail Investigations

Program Activity: Rail Investigations					
Human Resources (FTEs) and Planned Spending ($ thousands)					
2011-12		2012-13		2013-14	
FTEs	Planned Spending	FTEs	Planned Spending	FTEs	Planned Spending
36	4,778	36	4,736	36	4,736
Program Activity Expected Results		**Performance Indicators**		**Targets**	
Improved productivity while conducting investigations on selected occurrences		Number of investigation reports published		13 reports	
		Average time for completing investigation reports		470 days	
Increased effectiveness of safety communications		Percentage of responses to recommendations assessed as fully satisfactory (since 1990)[4]		Increase by 2%	

Planning Highlights

Railway companies continue to have heightened sensitivity surrounding their liability related to property and environmental damage resulting from accidents. This focus on litigation has resulted in additional complexities during the conduct of some investigations. The TSB continues to monitor this situation closely and to meet with operators, as needed, to prevent this situation from affecting its operational effectiveness. It also continues to maintain an open dialogue with the regulator and industry on accident trends, in particular on those related to the Watchlist.

Close attention will continue to be placed on the management of resources in order to maintain and optimize operational capacity and meet performance targets. We will do so by recruiting and training new staff on a timely basis and ensuring that current employees transfer their knowledge prior to retirement. However, this is challenging in light of the forecasted staff retirements, recruitment difficulties and increased level of activity required for improving effectiveness of rail safety communications.

[4] This performance indicator has been changed compared to previous years. The responses to all TSB recommendations are now being tracked instead of only those made in the past 10 years.

2.4.4 Air Investigations

Program Activity: Air Investigations					
Human Resources (FTEs) and Planned Spending ($ thousands)					
2011-12		2012-13		2013-14	
FTEs	Planned Spending	FTEs	Planned Spending	FTEs	Planned Spending
100	13,291	100	13,057	100	13,057
Program Activity Expected Results		**Performance Indicators**		**Targets**	
Improved productivity while conducting investigations on selected occurrences		Number of investigation reports published		50 reports	
		Average time for completing investigation reports		450 days	
Increased effectiveness of safety communications		Percentage of responses to recommendations assessed as fully satisfactory (since 1990) [5]		Increase by 2%	

Planning Highlights

The Air Branch has issued hundreds of safety communications since its establishment over 20 years ago. It is a challenge to process, track and coordinate these safety communications both internally and with other international agencies. The Branch needs to implement more efficient ways of managing safety communications.

The use of unmanned aerial vehicles is becoming more frequent in the airspace over Canada. The Air Manual of Investigation Operations needs to be revised to reflect investigation procedures and policies when dealing with occurrences involving this type of aircraft.

Also, in light of upcoming retirements, the TSB will need to ensure it can maintain its capacity to conduct air investigations. It will do so by recruiting and training new staff members and by ensuring that current TSB employees transfer their knowledge prior to retiring. The Air Manual of Investigation Operations will also be updated on a regular basis.

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5 This performance indicator has been changed compared to previous years. The responses to all TSB recommendations are now being tracked instead of only those made over the past 10 years.

2.4.5 Internal Services

Program Activity: Internal Services					
Human Resources (FTEs) and Planned Spending ($ thousands)					
2011-12		2012-13		2013-14	
FTEs	Planned Spending	FTEs	Planned Spending	FTEs	Planned Spending
53	6,599	53	6,430	53	6,430
Program Activity Expected Results		Performance Indicators		Targets	
Strengthening Management Practices		Continuous improvement in ratings for the individual areas of management within the Treasury Board Secretariat's Management Accountability Framework (MAF) assessment		Acceptable rating in all assessment areas.	

Planning Highlights

The TSB was assessed as part of Treasury Board Secretariat's Round VII of the Management Accountability Framework assessments, the results of which were released in 2010-11. The observations relating to TSB's management capacity are positive overall. In total, for the fifteen Areas of Management against which the organization was assessed, it received fourteen "acceptable" and one "opportunity for improvement" rating, which was in the area relating to the utility of the corporate performance framework. During the current fiscal year, the TSB will approach Treasury Board Secretariat with proposed amendments to its Strategic Outcome, Program Activities and its Performance Management Framework so that these can be incorporated in its Report on Plans and Priorities for 2012-13.

Another priority identified by the Corporate Services Branch for 2011-12 is to review and update its information management strategy in light of the recent Treasury Board policies and directives in this area. As part of improved information management, the TSB intends to implement an electronic records management system on a pilot basis and to invest in upgrades to the technology behind its investigation databases. The TSB will also develop a formal investment plan by April 1, 2012, as required by the Treasury Board Policy on Investment Planning – Assets and Acquired Services.

The capacity of Corporate Services to implement its priorities will depend directly on the availability of human and financial resources. Many positions within this branch are "one deep". In other words, there is only one person responsible for a specific task or function within the organization. As a result, vacancies have a significant impact on service delivery. Due to a shortage of experienced specialists in areas such as human resources, finance and contracting, across the public service, the TSB must compete with

other departments and agencies for these resources. Over the course of the year, the Corporate Services Branch will work to maintain adequate human and financial resources particularly to meet current government-wide requirements and to ensure the continued delivery of quality services to its clients.

Section 3: Supplementary Information

3.1 Future-Oriented Financial Statements

The future-oriented financial highlights presented within this report are intended to serve as a general overview of the TSB's financial position and operations. These financial statements are prepared on an accrual accounting basis to strengthen accountability and improve transparency and financial management.

Condensed Statement of Operations ($ thousands)
For the Year (ending March 31, 2012)

	Future-oriented 2011–12	**Future-oriented 2010–11**
Expenses		
Total Expenses	34,874	35,801
Revenues		
Total Revenues	18	19
Net Cost of Operations	34,856	35,782

As shown in the above table, the TSB is projecting a net cost of operations of $34.9 million, based on funding requested in the 2011-12 Main Estimates, anticipated funding through Supplementary Estimates for signed collective agreements and accrual information. The forecasted expenses for 2011-12 are lower than 2010-11 because an estimate of expenses stemming from unsigned collective agreements and other elements that cannot be reasonably estimated (e.g. expenses relating to retiring employees that are recoverable from Treasury Board Secretariat votes) have not been included in the forecast.

Additional information concerning TSB future-oriented financial statements is available at www.bst-tsb.gc.ca.

3.2 Contacting the TSB

Additional information about the Transportation Safety Board of Canada and its activities is available on the TSB website at www.bst-tsb.gc.ca or by contacting us at:

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